

Message Text

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ACTION IO-13

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NESCO

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TAGS: AORG, OCON, PORG, UNESCO (RIBICOFF, ABRAHAM)
SUBJECT: UNESCO: SGOC STUDY OF INTERNATIONAL
ORGANIZATIONS

REF: STATE 284208

1. FOLLOWING RESPONSES ARE KEYED TO LETTERED PARAS
REFTEL.
DIVERGENT CULTURES, MAKES FORMULATION OF VALID
GENERALIZED STATEMENT ABOUT CHARACTER OF MEMBER STATE
RELATIONS WITH UNESCO SECRETARIAT VERY DIFFICULT IF IT
IS TO CONTAIN ANY USEFUL INFORMATION. CERTAIN MEMBERS
OF SECRETARIAT, THOSE FROM SOVIET BLOC COUNTRIES FOR
EXAMPLE, ARE UNDOUBTEDLY CONTROLLED BY THEIR GOVERN-
MENTS AND ARE NOT "INTERNATIONAL" CIVIL SERVANTS.
NONETHELESS, THE DIRGEN MUST WORK WITH THESE INDIVI-
DUALS AND OTHERS WHOM WE WOULD CONSIDER DIFFICULT, IN
SETTING ADMINISTRATION TONE AND IN CARRYING OUT UNESCO
POLICY SET BY MEMBER STATES AT GENERAL CONFERENCES,
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THUS UNESCO SECRETARIAT IS ANYTHING BUT A
MONOLITHIC ORGANIZATION AND TO CONSIDER IT SO WOULD
LEAD TO WRONG CONCLUSIONS. WHAT CAN BE SAID ABOUT
SECRETARIAT--MEMBER STATES RELATIONSHIPS IS THAT WHILE
A PARTICULAR BLOC COUNTRY HEAD OF SECTION MIGHT BE LESS
FORTHCOMING IN PROVIDING INFORMATION OR

DISCUSSING PROBLEMS, A MUCH MORE OPEN DIALOGUE IS GENERALLY POSSIBLE WITH MANY OTHERS, EVEN THOSE WITHIN THE SAME SECTION, WHO ARE LESS SECRETIVE OR DEFENSIVE BY NATURE, OR COMPLETELY OPEN. THE DEGREE OF FORMALITY DEPENDS ON PEOPLE INVOLVED, THE HIERARCHICAL LEVEL, AND THE ISSUE. IN THE AGREGATE, MEMBERS OF THE SECRETARIAT ARE GENERALLY VERY COOPERATIVE AND THIS OPEN ATTITUDE REFLECTS THE DIRGENS GENERALLY OPEN-HANDED APPROACH TO PERMDELS IN DEALING WITH UNESCO ISSUES.

B. THERE IS NO LIAISON OFFICER IN THE UNESCO SYSTEM. ALL DELEGATIONS DEAL DIRECTLY WITH SECTIONS AND AUTHORITIES WITHIN THE SECRETARIAT WHICH ARE NORMALLY VERY APPROACHABLE. USDEL RELATIONS WITH SECRETARIAT OFFICIALS RANGE FROM FORMAL AND CORRECT TO FRIENDLY AND GOOD, OR EVEN EXCELLENT. SELDOM DOES USDEL HAVE DIFFICULTIES IN OBTAINING MOST KINDS OF (AVAILABLE) INFORMATION, AND OFTEN MATERIALS, -- SOLICITED OR UNSOLICITED -- ARE PASSED IN ADVANCE. MOST "DEFENSIVENESS" WHICH SOMETIMES APPEARS COULD BE LINKED TO USUAL PRESSURES NORMALLY GENERATED WITHIN ANY SELF-RESPECTING BUREAUCRACY.

C. THERE HAVE BEEN NO EXAMPLES OF THE UNESCO SECRETARIAT REFUSING TO PROVIDE INFORMATION ON PERSONNEL, AND FINANCE AND ADMINISTRATIVE QUESTIONS. PER REFTEL (PARA E), UNESCO'S BUREAU OF PERSONNEL PREPARES A DETAILED, ANNUAL REPORT IN RESPONSE TO THE IO/EX REQUIREMENTS FOR INFORMATION WHICH IS USED AT LIMITED OFFICIAL USE

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CONGRESSIONAL HEARINGS ON APPROPRIATIONS. UNESCO'S BUREAU OF BUDGET AND OFFICE OF THE COMPTROLLER PROMPTLY REPLY TO THE DELEGATION'S REQUESTS FOR FINANCIAL DATA AND INFORMATION.

D. THE BIENNIAL GENERAL CONFERENCE, COMPOSED OF 141 MEMBER STATES, IS UNESCO'S HIGHEST AUTHORITY. THE POLICY DECISIONS IT MAKES DIRECT WORK OF ORGANIZATION THROUGH THE SECRETARIAT FOR EACH SUCCEEDING TWO-YEAR PERIOD. THUS WITHIN FORMAL STRUCTURE, A MEMBER STATE CAN MOST EFFECTIVELY AND FORCEFULLY ESTABLISH ITS POSITION VIS-A-VIS THE SECRETARIAT THROUGH THE ADOPTION OF RESOLUTIONS BY THE GENERAL CONFERENCE WHICH DIRECT OR INVITE DIRGEN TO IMPLEMENT SPECIFIC PROPOSALS. AT SAME TIME, GENERALLY INFORMAL PROCESSES TAKE OVER OFTEN IN INTERPRETATION AND IN ACTUAL PREPARATION AND

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EXECUTION OF PROPOSALS. HERE MEMBER STATES THROUGH
THEIR DELEGATIONS CAN HELP TO MASSAGE AND SHAPE THE
RESULTS OF THE GENERAL CONFERENCE DIRECTIVES IN PROCESS
OF IMPLEMENTATION BY SECRETARIAT. AT THIS LEVEL OF
OPERATION UNESCO EXHIBITS SAME CHARACTERISTICS AS ANY
LARGE BUREAUCRACY IN THAT MEMBER STATES RELATIONS WITH
SENIOR LEVEL OFFICIALS ARE MORE FORMAL AND CLOSED AS
THESE PERSONNEL GENERALLY PREFER TO DWELL ON POSITIVE
ASPECTS OF THEIR WORK, AND TEND TO BECOME DEFENSIVE IF
FACED WITH CRITICISMS OR INQUIRIES REGARDING PROGRAMS
WHICH ARE GOING LESS WELL. MIDDLE LEVEL OFFICIALS,
HOWEVER, USUALLY ARE MORE FORTHCOMING AND WILLING TO
CRITICIZE (SOMETIMES TO CHAGRIN OF THEIR SUPERIORS).
IT SHOULD BE POINTED OUT, NONETHELESS, THAT M'BOW,
COMPARED TO HIS PREDECESSOR WHO LED UNESCO FOR 14 YEARS,
HAS ENCOURAGED MORE OPEN, TRANSPARENT HOUSE WHICH
GENERALLY PROVIDES MORE OPPORTUNITY THAN BEFORE FOR
MEMBER STATES PARTICIPATION IN THE IMPLEMENTATION OF
UNESCO POLICY WHICH THEY THEMSELVES HAVE ESTABLISHED.
NEITHER (HOWEVER) ARE MEMBER STATES VIEWED BY
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SECRETARIAT AS ENTITLED TO KNOW EVERYTHING ABOUT WHAT GOES ON IN UNESCO, AND IN THIS RESPECT, IF THERE IS ANY VALIDITY IN APPLICATION OF WESTERN BUSINESS ORGANIZATION TERMS TO THIS ORGANIZATION, MEMBER STATES WOULD MORE RESEMBLE SHARE HOLDERS THAN PROPRIETORS. DIRGEN M'BOW DOES DISTINGUISH BETWEEN MANAGEMENT AND MEMBER STATES ALTHOUGH HE COULD NOT BE SAID TO "HIDE" BEHIND THIS DISTINCTION. HE SIMPLY ATTEMPTS TO MAINTAIN THE CONFIDENCES THAT ANY EXECUTIVE OFFICER WOULD NEED IN ORDER TO MANAGE SUCCESSFULLY LARGE AND VARIED ORGANIZATION SUCH AS UNESCO.

E. FOLLOWING ARE EXAMPLES OF THE KIND OF INFORMATION US PERMDEL SEEKS ON REGULAR BASIS TO KEEP ABREAST UNESCO ACTIVITIES AND TO MONITOR MANAGEMENT OF ORGANIZATION: (1) PROGRAM ANALYSIS DETAILS (PAO) WHICH SECRETARIAT'S SECTORS PREPARE SHORTLY AFTER THE GENERAL CONFERENCE APPROVAL OF THE PROGRAM AND BUDGET DOCUMENT (C/5); (2) SCHEDULE OF CONFERENCES, MEETINGS, SYMPOSIA, ROUND TABLES, ETC., INCLUDING LISTS OF PROSPECTIVE PARTICIPANTS; (3) BACKGROUND PAPERS AND REPORTS OF UNESCO SPONSORED MEETINGS; (4) IN-HOUSE REPORTS OR PROGRAM COORDINATION ACTIVITIES BETWEEN UNESCO AND OTHER UN AGENCIES; (5) VACANCIES LIST FOR HEADQUARTERS AND THE FIELD POSTS; (6) PERSONNEL CHANGES IN THE SECRETARIAT, PERMANENT DELEGATIONS, AND NATIONAL COMMISSIONS FOR UNESCO; (7) PROJECT EXECUTION RATES FOR ALL EXTRA-BUDGETARY FINANCED PROJECTS; (8) PROGRESS AND PROBLEMS IN EXECUTION OF THE UNDP FINANCIAL PROJECTS (NOW BEING PROVIDED TO THE EXBD ON A PERIOD BASIS AS RESULT OF U.S. INITIATIVE; (9) STATEMENT OR MAJOR IMPACT, ACCOMPLISHMENTS, PROBLEMS AND SHORTFALLS (ALSO PROVIDED TO EXECUTIVE BOARD ON A PERIODIC BASIS AS A RESULT OF US INITIATIVE; (10) UN JOINT INSPECTION UNIT REPORTS (ONE US PERMDEL OFFICER -- LIMITED OFFICIAL USE

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DEVELOPMENT ATTACHE) MAKES INSPECTION ORIENTED VISITS TO FIELD PROJECTS, REGIONAL OFFICES AND CENTERS OBTAINING FIRST HAND INFORMATION FROM UNESCO EXPERTS, LOCAL COUNTRY MANAGEMENT AND PLANNING OFFICIALS AND LOCAL DONOR OFFICIALS, FOR EXTRA-BUDGETARY FINANCING; 11) FOR PAST THREE YEARS, US PERMDEL HAS BEEN ACTIVELY INVOLVED IN PREPARATION OF INDEPENDENT STUDIES ON SELECTIVE PROGRAM ACTIVITIES WHICH ARE DEALT WITH BY UNESCO EXECUTIVE BOARD'S "SPECIAL COMMITTEE" AT TWO YEAR INTERVALS. RUSH

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